

Substance Abuse Prevention

MISSOULA COUNTY Environmental Prevention Needs Assessment Workbook SFY2014



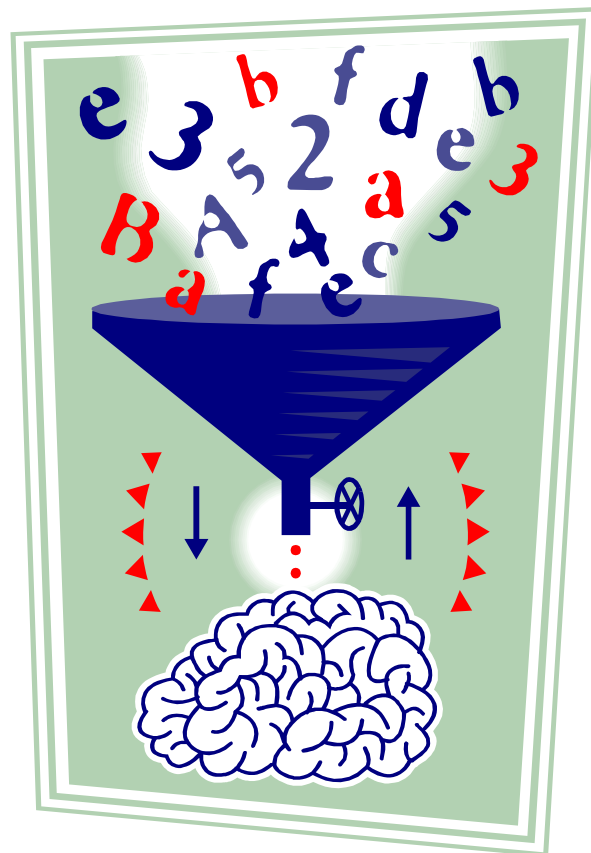
Part 3 Analysis & Recommendations

Version 1
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Problems



Task One:
Explore Consequence and Consumption Data in Your Community
in Order to Identify What Problems are of Greatest Concern

CONSEQUENCES – PART 3

Alcohol-related consequences are defined as the social, economic and health problems associated with binge drinking. This first section looks at the alcohol-related motor vehicle crash data and will help you understand the impact or consequence this has on your community. While it is recognized that not all communities will experience exactly the same impact, the consequence this project is focused on reducing is motor vehicle crashes.

Motor Vehicle Crashes

One of the major consequences of drinking alcohol is motor vehicle crashes resulting in injury and death. Drinking and driving have significant negative consequences for Montana's population. Your task will be to use the motor vehicle crash information for your community, rate the data and compare it with the state data using Workbook Part 1 - Tables 2 through 4.

QUESTION 1 Motor Vehicle Crashes

Based on Tables 2 through 4 and any other local data, how do alcohol-related motor vehicle crashes in your community compare to alcohol-related motor vehicle crashes across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

Since 2009, Missoula County has had fewer alcohol-related crashes per 100,000 people than the state average. (In 2008, it had slightly more alcohol-related crashes than the state average.) In 2012, Missoula County had nearly half the number of alcohol-related crashes with fatalities than the state average. Missoula's decrease may be due in part to extensive efforts by the Missoula Police Department, the Sheriff's Department, and the Highway Patrol to address drinking and driving proactively and systematically through targeted patrol programs including a Special Traffic Enforcement Program (paid for with a grant from the Montana Department of Transportation). The Police have also created a position that specifically addresses drunk driving, which allows the Police time to follow up on cases that previously would have been low priority for officers, who were needed in other arenas. Additionally, as a result of funding from Missoula's DUI Task Force, local law enforcement departments (Sheriff, Police and Highway Patrol) have collaborated to address high rates of drinking and driving by both underage and of-age populations during specific holidays like July 4th, Labor Day and Memorial Day and events such as Grizzly Homecoming and the Testicle Festival (a weekend of camping, music and drinking that takes place at a campground near Missoula) and at "hot-spots", for example the Johnsrud Fishing Access, where summer rafters, tubers and swimmers frequently drink to excess and then drive back to Missoula. Law enforcement has not only used DUI money for enforcement but for community education, officer training and to purchase related equipment. Finally, of-age populations in Missoula can take advantage of two services designed to reduce drinking and driving: the Griz Bus for UM students shuttles students from campus to downtown and back again and Home Free Missoula allows bars to pay for a cab ride home for intoxicated customers. While local numbers are not available, interestingly 32.8% (YRBS 2011) of students nation-wide text or email while driving, a practice which has been linked to 23% of auto collisions.

Underage Drinking and Driving

QUESTION 2 Underage Drinking and Driving

Based on Tables 5 through 7 and your community's own local data, how does underage drinking and driving in your community compare to drinking and driving across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

The rate of drinking and driving reported in the Montana Prevention Needs Assessment (MPNA) by Missoula students has been less (except in 2010) than the state rate since at least 2008. Missoula's rate decreased from 11% in 2008 to 7.6% in 2012. Montana's rate has decreased from 14.1% in 2008 to 9.3% in 2012. In 2002, the rates for both Missoula and Montana were approximately 21.9%, so current figures are showing a marked decrease in this behavior. The state rate is slightly above the national rate of 8.2% (as reported in the YRBS for 2011) and the Missoula rate is only a slight bit under. In 2005, local rates were over 10 percentage points higher than the national rate. Rates for American Indians have also dropped from 2008 but still remain higher than all races combined. Finally, the drinking and driving rate for college students has dropped from 13% in 2008 to 5% in 2012. (It was 25% in 2002.) Obviously, there is a widespread trend to *not* drink and drive, not only in Missoula but in Montana and among Montana's largest ethnic group. This may be due to additional education about the consequences of drinking and driving, change in societal norms and/or to the increased enforcement strategies that were discussed in response to Question 1.

High School Students Riding in Car Driving by Someone Who Has Been Drinking

QUESTION 3 High School Students riding in a Car Driven by Someone Who Has Been Drinking

Based on Tables 8 through 10 and your community's own local data, how does high school students riding in a car driven by someone who has been drinking in your community compare students riding in a car driven by someone who has been drinking across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

In 2008, 1.2 percentage points fewer Missoula students reported riding in a car driven by someone who had been drinking than did their peers across the state. From 2008 to 2012, the rate of this risk behavior decreased by 7.6 percentage points for Missoula high school students and by 7.8 percentage points for Montana high school students. In 2012, 24.1% of Missoula high schools students reported riding with a drinking driver compared to 25.3% of Montana high school students. The difference in rates between Missoula and Montana students is slight. However, both are down considerably from 2001, as reported in the YRBS, which shows Missoula's rate at 41.4% and the State's rate at 39.3%. At that time, Missoula had the slightly higher rate. Nationally, the average was 28.5% at that time so Missoula's and Montana's rates were much higher. In 2011, the national rate was 24.1% which is the same as Missoula's rate and only a little lower than Montana's (24.1% and 25.3%, respectively). While both are still above the national average, progress has been made in narrowing the gap.

Similarly to drinking and driving statistics, the decline in the percentage of students riding in a car driven by someone who has been drinking may be attributed to additional

education about the consequences of drinking and driving, a change in societal norms and/or in the perception among young people that engaging in this type of behavior is harmful.

It should be noted, however, that the MPNA from which most rates are derived does not ask how old the driver was who had been drinking or how much that driver had to drink. Especially for younger students, who may have driven in a car with a parent who had had one drink with dinner, this question may be answered in a manner not associated with the purpose of the question. Regardless, young people have a difficult time perceiving alternatives for finding a ride home with someone other than their driver, whether sober or not. They are afraid to call their parents, afraid to take the keys from the driver and anxious to get home before their curfew.

Final Consequence Question

QUESTION 4

Based on all of the consequence data analyzed here and your answers to Questions 1 through 3, how is motor vehicle crashes, underage drinking and driving, and high school students riding in vehicles driven by driver who had been drinking impacting your community? Explain the rationale for your response.

Despite decline in the number of young people involved in drunken driving fatalities on average, more than three people under the age of 21 die each day in alcohol-impaired driving crashes. (Source: National Highway Traffic Safety Administration, [NHTSA] 2013) As reported in Missoula's 2012 Long Range Transportation Plan Update, vehicle crashes in Missoula cost Missoulians \$1,400,000 from 2007-2009. Alarming, according to the NHTSA, Missoula County in 2012 had the second highest number of alcohol-impaired traffic deaths in Montana.

CONSUMPTION – PART 3

This section looks at consumption data and will help you identify which alcohol-related consumption problems are greatest in your community. Consumption data includes binge drinking, underage drinking and driving, and high school students riding in cars driven by someone drinking..

Underage Binge Drinking

QUESTION 5 Underage Binge Drinking

Based on Tables 11 through 14 and your community's own local data, how does underage binge drinking in your community compare to underage binge drinking across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

Fortunately, binge drinking rates among Missoula teens and young college students have decreased over the past few years. According to the National College Health Assessment (NCHA), since spring of 2002, the percentage of UM students who reported consuming five or more alcoholic drinks the last time they "partied" or socialized has decreased dramatically. In 2002, 58.2% of UM students reported this alcohol consumption pattern, compared to 32.6% reporting in 2012. Current binge drinking data on the UM campus is similar to national reference, which has not always been the case.

Among 12th grade students taking the MPNA, the two-week binge drinking rate dropped 8 percentage points between 2008 and 2012. For the first time, in 2012 Missoula teens reported

lower rates of binge drinking than their peers across the state and in the nation. Missoula students report binge drinking at 8.1% during 8th grade, 20.1% during 10th and 30.7% during 12th grade. This compares to Montana rates of 10%, 21.7% and 31.8 %. Nationally, according to the YRBS, 21.9% of students taking that survey had five or more drinks of alcohol in a row during the 30 days before taking the survey. Overall, only 19.6% of Missoula students on average reported binge drinking in the two weeks before taking the MPNA.

Despite improvements, the levels of underage binge drinking reported by young people in Missoula and Montana are still alarming, especially when looked at in terms of the increase among grade levels and as pointed out by the Centers for Disease Control and Prevention. Eighty-five percent of teens in high school who report drinking and driving in the past month also say they binge drank.

Adult Binge Drinking

QUESTION 6 Adult Binge Drinking

Based on Tables 15 and 16 and your community's own local data, how does adult binge drinking in your community compare to adult binge drinking across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

Currently Montana only collects information through the Behavioral Risk Factor Surveillance System (BFRSS). This data is released at the state level and the five health planning region levels. It has been shown that the differences in the data between the health planning regions are not statistically significant. Missoula is in the Northwest Region, which also includes Flathead, Lake, Lincoln, Mineral, Ravalli and Sanders counties.

Underage Drinking (30 Day Use for Alcohol)

QUESTION 7 Underage Drinking

Based on Tables 17 through 19 and your community's own local data, how does underage drinking in your community compare to underage drinking across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

Since 2008, underage drinking decreased both in Missoula and in Montana. Missoula's rate decreased almost 4 percentage points while Montana's decreased a little over 3 percentage points. Missoula's rate in 2012 was still 1percentage point (36.1%) higher than Montana's rate (35.1%). This is down from Missoula's rate being over 3 percentage points higher than Montana's in 2010. Both rates, however, are approximately 10 percentage points higher than national rates as reported in Monitoring the Future. Fortunately, in Missoula and in Montana in the last 10 years, there has been an 11 percentage points and 9 percentage points respectively, in the number of students reporting drinking alcohol in the 30 days prior to taking the MPNA survey. This is nearly twice the decrease noted in Monitoring the Future for that same time period for the national age cohort.

One of the reasons cited by law enforcement for the high drinking rates in Missoula and Montana is the common belief among adults that it is OK to drink. Rugged individualism is a common credo in both Missoula and Montana. Many adults, until very recently, held a laissez-

faire attitude when it involved drinking and made little effort to counter messages that linked substance use with success and good times. According to law enforcement, with the number of adults drinking in Missoula and generally condoning alcohol use, there is little reason for young people to think they should not drink. On a more positive note, there is a strong trend that indicates the number of teens perceiving the likelihood of getting caught by the police is increasing. Almost 18 percentage points more Missoula teens reported that they think they would be caught by police in 2012 than in 2002. In Montana, the percentage increased almost 12 percentage points. Additionally, teens are being given more information from parents, teachers and prevention specialists that contradict the glamour of alcohol as portrayed by the media.

Prescription Drug Abuse by Youth (30 Day Use)

QUESTION 8 Prescription Drug Abuse

Based on Tables 20 and 22 and your community's own local data, how does the data about prescription drug abuse by youth in your community compare to the same data across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

According to Table 20 in 2012, 8.4% Missoula students used prescription drugs in the 30 days prior to completing the MPNA survey. In the same time period, only 3% of Montana students reported using prescription drugs. In looking more closely at prescription drug use in Missoula and Montana, in that same period, 2.8% of Missoula students used stimulants, 4.9% used sedatives and 4.10% used a narcotic. In Montana, those percentages were 2.10%, 3.9% and 3.4%. Several reasons may explain the slightly higher percentages in Missoula. It is a college town where students use drugs for recreational and time management purposes. Younger students are observing this behavior and imitating it. Additionally, Missoula has two major hospitals and many rest homes where drugs are more accessible. Finally, due to socio-economics of the area, more adults and young people are seeing doctors and legally obtaining prescriptions, which can then be sold or stolen.

Final Consumption Question

QUESTION 9

Based on all of the consumption data analyzed here and your answers to Questions 5 through 8, how are underage drinking, binge drinking, and prescription drug abuse impacting your community? Explain the rationale for your response.

The links between underage drinking, binge drinking and drinking and driving are a major concern in Missoula and the relationship among them is clear. According to the CDC, 90% of drinkers under age 21 binge drink. A study of Youth Risk Behavior Survey data shows that youth who report binge drinking are 6 times more likely to drink and drive. (Miller et al., "Binge drinking and associated health risk behaviors among high school students," Pediatrics 119: 76-85, 2007).

Missoula must also look at other consequences of binge drinking. Missoula City Police report a spike in crime on weekends when there is a home football game, an increase they attribute largely to binge drinking. Anecdotally, St. Patrick Hospital emergency room staff

indicate that alcohol poisoning is more common in Missoula than the community is aware. (Admittance records only record alcohol involvement if the patient is admitted due to a car crash.) Local rape crisis centers report that alcohol is involved in the majority of incidents they encounter involving young people. Unfortunately, most local data regarding secondary consequences of binge drinking, with the exception of drinking and driving, is anecdotal or inconsistently collected. Alcohol is known to be involved in a large percentage of crimes, sexual assaults, injuries, and violent incidents, but consistent tracking measures are not yet in place to document such involvement.

Missoula must give its full support to the efforts currently being made by law enforcement to address drinking and driving in order to continue the progress that has already been achieved. Additionally, further attention must be given to drinking and driving among young people as it has been increasingly found to be a factor in crashes involving drivers under age 21.

RISK FACTORS - PART 3

Perception of Parental Disapproval/Attitude

QUESTION 10 Parental Attitudes and Disapproval

Based on Table 23 and your community's own local data, how does the data about parental attitudes and disapproval towards alcohol/drug use in your community compare to the same data across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

According to the MPNA, there is little difference in the perception of Missoula students in all grades (8th, 10th and 12th) and in the perception of Montana students in all grades (8th, 10th and 12th) regarding parental attitudes and disapproval of alcohol/drug use. Both, in Missoula and in Montana, perception of disapproval remained virtually the same from 2008 to 2012. Missoula's decreased a .4 percentage point and Montana's increased a 1.5 percentage point, both of which are statistically insignificant. Both Missoula and Montana students' perception decreased by 9.1 percentage points from 89.6% to 80.5% and from 90.9% to 81.8 % respectively as they moved from 8th grade to 12th grade.

Parents, as noted by the National Institute on Drug Abuse and the National Clearinghouse on Alcohol and Drug Information, have a significant influence on their children's substance use. However, because more service jobs, traditionally low paying, have been created than industrial jobs in Montana and Missoula, the state and city have a disproportionate number of parents working two or more jobs, leaving little opportunity for them to be involved with their children. For parents, the dilemma appears to be that while they disapprove of their children engaging in risky behavior, they are not in the position to monitor their use or talk to their children about it. Accordingly, it is important that Missoula and Montana continue to reduce the perception among the approximately 20% of youth who believe their parents think it is OK for them to drink or use other drugs. Promotion of parenting material containing simple strategies parents can use to help prevent their children from using alcohol and other drugs needs to be easily accessible to parents as does information on why parents should utilize such information.

Perception of Peer Disapproval/Attitude

QUESTION 11 Peer Attitudes and Disapproval

Based on Table 24 and your community's own local data, how does the data about peer attitudes and disapproval towards alcohol/drug use in your community compare to the same data across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

Overall in 2012, the percentage of students who perceive peer disapproval of alcohol/drug use varies little (only by a .6 percentage point) between Missoula and Montana students. (66.7% and 66.1% respectively) Since 2008, perception of peer disapproval has increased in Missoula 3.2 percentage points while in Montana it has increased by 10.9 percentage points. (In 2008 62.9 % of Missoula students in 8th, 10th and 12th grades reported disapproval among their peers while only 55.8% of Montana students perceived disapproval.) Beginning in 2012, more prevention efforts began taking place in the schools, especially the outlying schools that feed into the large District Number 1 high schools. Additional prevention workshops, presentations and activities are being planned for FY 2014, most of which inform participants that in reality only 35% of their peers report drinking.

Perceived Risk/Harm of Use

QUESTION 12 Perceived Risk/Harm of Use

Based on Tables 26 through 30 and your community's own local data, how does the data about perceived risk/harm of use in your community compare to the same data across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

There was no great deviation between the percentage of Missoula students and Montana students who perceive risk/harm for having 1-2 alcohol drinks every day and risk/harm in having 5+ alcohol drinks every weekend. Approximately 64% of both groups felt there was harm in having 1-2 drinks daily while approximately 76% of students believed binge drinking on the weekend was harmful. These percentages do not significantly differ from those of 2008, when 61% disapproved of daily drinking and 73% of binge drinking. Additionally, in 2008, 60.8% of Missoula students thought it was wrong to drink alcohol. In 2012, that percentage rose to 66.6%. On the other hand, in 2008, 87.9 % of Montana students thought it was wrong while in 2012 that percentage dropped to 71.6%. The percentage of students who believe it is cool to drink regularly is somewhat similar between Missoula and Montana students. A greater percentage of Missoula students than Montana students thought it cool in 2008 and 2010. However, in 2012 a very slight increase in percentage of Montana students thought it was cool. Both Missoula's and Montana's percentages dropped from 2008. In Missoula, the decrease was 6.5 percentage points. In Montana, the decrease was 4.4 percentage points. Percentages of students believing it was cool were relatively low at 22.7% and 23.5 % for Missoula and Montana, respectively. Finally, there is very little difference between Missoula and Montana students in their perception of their neighbors thinking it is wrong for students to drink alcohol. Approximately 70% of both cohorts in 2012 believed their neighbors would think it was wrong. Yet, despite these numbers, the norm still exists in Missoula and Montana that drinking is acceptable.

Family Communication around Alcohol/Drug Use

QUESTION 13 Family Communications around Alcohol/Drug Use

Based on Table 25 and your community's own local data, how does the data about family communication around alcohol/drug use in your community compare to the same data across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

According to Table 25, in 2012 Missoula students talked to their parents about alcohol and drug use at nearly half the rate that Montana students talked to their parents. However, a more accurate look would be to separate the percentage of students talking about alcohol from the percentage talking about drugs. In that case, in 2012, 43% of Missoula students talked to their parents about alcohol and 46% talked to them about drugs. This compares to 39% of Montana students talking to their parents about alcohol and 44% talking to them about drugs. Looking at the percentages in this way, there is little difference between the two cohorts. However, there is a slight decrease from 2008 to 2012 in percentage of Missoula and Montana students talking to their parents about alcohol and drugs. It is important that Missoula and Montana work hard to stop this trend and to actually reverse it. According to SAMHSA Administrator Pamela S. Hyde, surveys of teens repeatedly show that parents make an enormous difference in influencing their children's perceptions of alcohol or illicit drug use. "Although most parents are talking with their teens about the risks of tobacco, alcohol, and other drugs, far too many are missing the vital opportunity these conversations provide in influencing their children's health and well-being. Parents need to initiate age-appropriate conversations about these issues with their children at all stages of their development in order to help ensure that their children make the right decisions." Clearly, Missoula and Montana must make additional efforts to educate parents the importance of talking to their children. Editorials such as "Small talk can have big impact on teen drinking" written by Vicki Turner, Director of the Prevention Resource, in the December 17th Missoulian are vitally important.

Alcohol Use is Causing Problems in Areas of Financial, Legal, Emotional, etc.**QUESTION 14 Alcohol is Causing Problems in Areas related to Financial, Legal, Emotional, etc.**

Based on Table 31 and your community's own local data, how does the data about problems related to financial, legal, emotional, etc., around alcohol/drug use in your community compare to the same data across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

According to Table 31, Missoula and Montana students overwhelmingly do not believe that alcohol is causing problems for them. The percentages have actually dropped among Missoula and Montana students from 2008 to 2012. For Missoula students, the decrease was from 2.8% to 1.7%. In Montana, it was from 10.2% to 8.9%.

Looking at the difference in actual percentages, the greatest difference between Missoula and Montana students occurred between their 10th and 12th graders. In 2012, 1.8% of Missoula 10th graders and 1.7% of its 12th graders believed they had no problem while among 10th and 12th graders in Montana in 2012 10.6% and 10.1% respectively felt they had no problems. These low percentages are somewhat perplexing in that in 2012, 36% and 52% of Missoula 10th and 12th graders respectively reported drinking. In that same year, 37% of Montana 10th graders and 49% of 12th graders reported drinking. Also in 2012, 67% of Missoula 10th graders and 64% of its

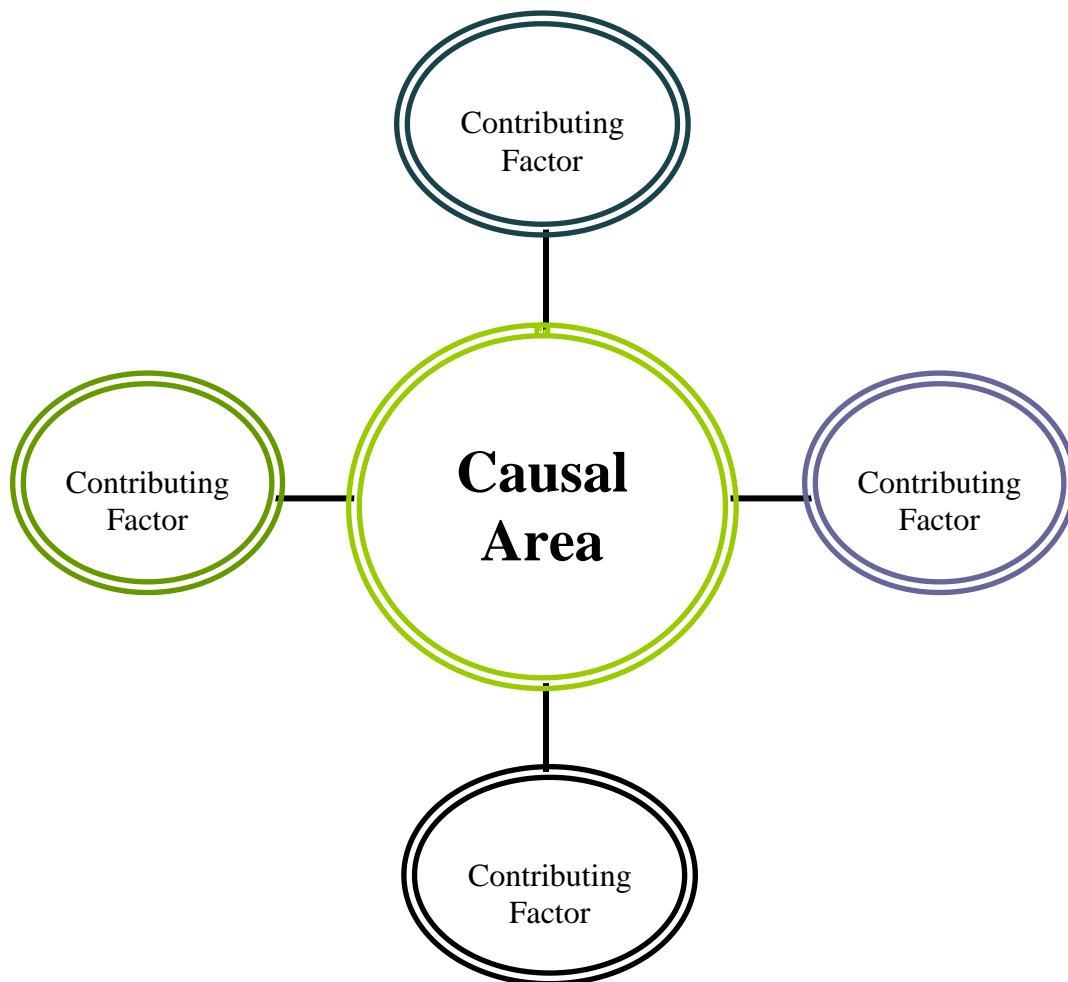
12th graders felt regular drinking was risky or harmful and 66% of Montana 10th graders and 63% of Montana 12th graders the same. Further work must be done to discover the reasons behind this dichotomy.

Final Risk Factors Question

QUESTION 15 Based on the risk data collected in questions 10 through 14, how is your community affected by the risk factors outlined above? Explain the rationale for your response.

Research has shown that the higher the individual risk factors associated with underage alcohol use the more likely it is that the individual will abuse alcohol. For instance, parents, as noted earlier, have a significant influence on their children's substance use. Unfortunately, less than half of Missoula students talk to their parents about alcohol and other drugs and data shows that perception of their parents' disapproval of alcohol decreases as they get older. Research has also found that peer drug use is among one of the strongest predictors of substance abuse among youth. Missoula's youth, although two thirds of them say their friends disapprove of alcohol/drug use, report a higher use among their friends than is the actual case. Only 35% drink while they report that in the month preceding taking the MPNA survey, 94% of their peers drank alcohol. According to the University of Michigan's *Monitoring the Future* study, perception of risk moves in inverse correlation with consumption. As adolescents come to view substance use as risky, behavior consumption declines. In Missoula, 64% of students regard daily alcohol use as harmful and 76% regard binge drinking as harmful. A little less than 2% of Missoula students feel that alcohol is causing problems for them. What all this means for Missoula is that underage alcohol use is higher than the national average due to the lack of communication between teens and their parents, their belief that most of their friends drink alcohol and their perception that alcohol is not causing them problems. On the other hand, alcohol use in Missoula is declining, which can be attributed to their belief that alcohol is harmful and their parents disapprove of their use of it, which is at odds with their thinking that *their* alcohol use is not causing them problems.

Causal Areas



Task Two:
Gather Data on Four Causal Areas

RETAIL AVAILABILITY – PART 3

Compliance Checks

The selling of alcohol to minors or to individuals who are intoxicated can contribute to the misuse of alcohol in your community. One measure of this is the failure of compliance checks by retail outlets. Collect the following data for your community. If compliance checks are conducted by more than one agency, it will be necessary to collect data from multiple law agencies in your community (Sheriff, Deputy, City Police, Tribal Law Enforcement, and Highway Patrol). In some counties, the DUI Task Force may have compliance check data available.

QUESTION 16 Compliance Checks

Based on Workbook Part 2 (Local Data) - Table 2-3 does the failure percent seem to be rising or staying the same. Discuss the impact this may be having on your community.

The compliance rate among alcohol retailers involved in compliance checks has improved dramatically since they were initiated. The first compliance check in the city had a 37% failure rate. Since 2010, the failure rate has held steady from between 10% (in 2012) to 15%. The County, which only began compliance checks in 2012 and was forced to stop this year for lack of manpower had a failure rate of 13% in 2012 that increased to 20% in 2013. However, in 2013 only five checks were made.

Compliance checks have significantly impacted the perceived availability of alcohol to minors in Missoula. The MPNA shows that more teens say that alcohol is harder to get than previously. In 2002, 80% of students felt it was easy to obtain alcohol. That percentage dropped to 69% in 2012. Also, teens report, in the MPNA, an increased perception of the likelihood of getting caught by the police if they drink. (In 2002, only 10.8% of students believed they would be caught while in 2012, 24.5% believed they would be caught.) Similarly, focus groups on the UM campus indicate that it is harder for underage drinkers to buy alcohol in Missoula than it was previous to the compliance checks taking place. Anecdotal accounts suggest that before compliance checks, new UM students were shocked by the laissez faire attitude held by alcohol retailers toward underage drinking; now, a few years later, new UM students are amazed to hear that 10 years ago it was easy to drink illegally in local bars.

The community's attitude toward alcohol compliance checks has also shifted considerably. Four alcohol purchase surveys using young-looking 21 year-old buyers who would purchase alcohol and track the number of times they were carded, were completed prior to compliance checks. The first survey found that 60% of alcohol retail outlets involved failed. The optimal failure rate is 20% with some communities having failure rate as low as 9%. When the community was made aware of Missoula's numbers, public opinion began to shift from seeing no need for the checks toward holding alcohol retailers responsible for serving minors. The Police, sensing that change, began instituting checks, first at convenience stores and then in the bars and casinos. The Missoulian, which had previously run stories glorifying underage and binge drinking, shifted its tone with the hallmark editorial "Underage drinking is an adult problem." Compliance checks now do not meet with any resistance from the public and only minor from retailers. The checks have also helped the police effectively identify "problem"

retailers that consistently fail to card young-looking customers or who sell to minors after carding them.

QUESTION 17 Compliance Checks

If your community does not do compliance checks, does them infrequently, or if residents have no knowledge of the results of compliance checks, how might this affect binge drinking and drinking & driving in your community? Please the rationale for your response.

Due to lack of manpower the Sherriff's Department terminated compliance checks after doing them for a little over a year. This means that underage youth often travel to rural areas to drink. Because a strong component of compliance checks is building community awareness around underage drinking, its prevalence and its negative consequences are vital components of compliance checks. Their loss also means that the outlying communities have one less tool to prevent underage use in the community.

Alcohol Seller/Server Training

QUESTION 18 Alcohol Merchant Retail Sales Training

Discuss the trends shown in Workbook Part 2 (Local Data) - Table 2-4. How does the number of Alcohol Merchant Retail Sales Trainings and number of people trained vary over time? Is this trend consistent with the relative growth rate of alcohol licenses and the turn-over rate of alcohol servers in your community? Discuss the implications of this trend for binge drinking and drinking and driving in our community.

Attendance at Missoula's Alcohol Merchant Retail Sales Training increased noticeably following the passage of state legislation mandating that all alcohol retail servers, including convenience store clerks, must attend trainings once every three years. The spike had little to do with a growth in alcohol licenses or the turnover rate in servers, although the latter rate will always ensure a large attendance at the trainings. The vast majority of retailers who attend the Responsible Beverage Server Trainings (RBSTs) in Missoula rate the content and instruction very high on their evaluations of the classes. The class teaches servers and clerks about over-serving, signs of intoxication, ways to slow down customers who are drinking heavily, how to identify fake ids, and liability for serving minors and intoxicated patrons. Research shows that, combined with compliance checks, RBSTs can reduce sales to minors and intoxicated patrons, which would in turn significantly reduce the availability of alcohol to minors and decrease high rates of binge drinking. Reducing binge drinking in retail establishments would also likely reduce alcohol-related crashes in Missoula and reduce the percentage of UM students reporting driving after drinking five or more drinks.

QUESTION 19 Alcohol Merchant Retail Sales Training

If your community does not hold RBSS trainings, how might this affect binge drinking and drinking and driving in your community?

Missoula County holds regular RBSTs

Retail Availability Questions

QUESTION 20

Based on information gathered about liquor licenses Workbook Part 1 - Table 32, alcohol compliance checks, Alcohol Merchant Retail Sales Trainings and other local data, are there retail-availability problems that might contribute to binge drinking and drinking and driving and their consequences in your community? Explain the rationale for your response.

Missoula County has the fifth highest number of liquor licenses in the State. (However, it is one of only three counties with rates under 100 licenses per 100,000 population.) Alcohol is sold at over 100 locations in Missoula, as well as at community events. Particular areas, including downtown, North Reserve Street, and the Brooks Street corridor, are inundated with alcohol retailers and according to national trends are likely to have more crime as a result.

According to the MPNA, although the number is decreasing, the majority of teens still report that alcohol is easy to obtain. However, the MPNA shows that of the teens who drink, 35% report getting their alcohol from family members with or without their consent. Only 4% report getting alcohol from a retail outlet. No research has been done to see if bars and convenience stores are serving intoxicated customers, but anecdotes, crash data, and incidents of alcohol poisoning reported at St. Patrick Hospital indicate that over-serving is occurring on a far-too-regular basis.

Encouragingly, the institution of regular and random compliance checks has increased the number of retailers who are carding young-looking customers, and anecdotal accounts from high school students and college students, as well as a shift in community sentiment, reflect that Missoula is no longer tolerant of businesses selling alcohol to minors. RBSTs are well attended and organizations that sponsor or host community events are requiring those who will serve alcohol to take the training. One of the most notable of those organizations is the Missoula Downtown Association.

Retail availability of alcohol to minors and intoxicated customers is important because it takes place in the public eye. Retailers set the example for the rest of the community. When retailers serve alcohol legally and responsibly, they influence the social norm of intolerance of illegal and dangerous alcohol consumption. When they serve alcohol illegally or irresponsibly without consequence, the norm is likewise affected and the perception that the community looks the other way is reinforced. Although commercial outlets more often serve older underage drinkers (ages 18-20) than younger ones, compliance checks increase the perception that alcohol is hard to get even among younger teens, and increases the public visibility of the issue surrounding adults providing alcohol to minors of any age. Similarly, commercial availability of

alcohol to intoxicated adults sets the tone for acceptable drinking patterns. When retailers serve intoxicated adults regularly, public intoxication becomes more common and appears to be more acceptable. When retailers slow down or cut off customers who have had too much to drink, more socially acceptable drinking patterns are demonstrated. The acceptance of retail availability of alcohol to minors and intoxicated customers encourages both binge drinking and drinking while driving, especially among minors who will model adult behavior. Therefore, Missoula must promote practices that limit availability of alcohol to minors and intoxicated customers through education and enforcement.

QUESTION 21

Based on the above considerations, to what degree do you believe retail availability is impacting the binge drinking and drinking and driving and its consequences in your community? Place an “X” on the scale below. Explain the rationale for your response.

| No impact | | | | | | | | | | Major impact | |
|-----------|---|---|---|---|---|---|---|---|---|--------------|--|
| 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | |

Retail availability was rated a **6**, with 10 indicating “major impact” and 0 “no impact.” Ten years ago, this causal factor would have been rated higher, but the City of Missoula has successfully raised the bar on retail availability to minors through the implementation of compliance checks. Also, consistent bar walk-throughs, where underage drinkers are cited, have increased the perceived risk of underage drinking in retail establishments and have, according to law enforcement interviews, also reduced fights and other crimes associated with binge drinking downtown. .

However, retail availability to minors and intoxicated adults still remain contributors to binge drinking and drinking and driving in Missoula. The continuation of the majority of relevant prevention strategies surrounding underage use (compliance checks and regular bar walk-throughs) is still tentative—dependent on community support and pressure on the Police Department to fund and implement them. Over-serving adults still appears to be a major problem for law enforcement, especially in the downtown bars.

The visibility of retail availability to minors and intoxicated adults in Missoula is key. The density of alcohol retailers in particular locations of town is also cause for concern because of the perceived increase in criminal activity and the perception in these areas that underage drinking and intoxication is tolerated. Not only does reducing alcohol availability to minors and intoxicated adults reduce availability directly, but it also contributes to the social norms, (especially in high use locations) that underage drinking and intoxication will not be accepted in Missoula.

CRIMINAL JUSTICE – PART 3

QUESTION 22 Conviction Rates

Based on Table 2-5, discuss the impact the conviction rate may be having on your community.

Information is not available at this time for conviction rates other than MIPs and DUIs. These rates are tracked in several different venues. In order to identify conviction rates, files would have to be looked at on an individual basis as a defendant goes through the judicial system. According to both law enforcement and the courts, the time involved would be burdensome, if even possible.

Looking solely at Municipal Court and Justice Court statistics, there appears to be both a high number of cases and high conviction rates for alcohol offenses. The MIP numbers support the perception reported in the MPNA by an increasing percentage of Missoula teens that they would likely be caught by police if they were to drink underage. (Nineteen percent points more Missoula teens reported that they think they would be caught by police in 2012 than in 2002.) Though trend data is not immediately available, the numbers are sufficiently high to suggest that the number of citations and convictions for MIP may be more than in previous years.

The percentage of DUI cases that result in a guilty verdict (69%) is particularly promising. Several years ago, the City Attorney's office invested in multimedia presentation equipment to increase the rate of conviction on DUI cases. The new equipment allows the office to present the videotape of the entire DUI arrest and subsequent intoxication testing. This allows the jury to see for itself if the person appeared to be over the legal Blood Alcohol Content limit. Previously, the City Attorney's office felt that juries were too inclined to side with the defendant and disbelieve the arresting officer. Just as the creation of a DUI officer position in the Police Department increased its citation rate for DUIs, this new court procedure may be the cause of the high conviction rate.

Overall, the municipal justice system seems to be doing its job well in creating consistent consequences for alcohol-related crimes. One caveat in terms of measuring the impact of alcohol on crime is that alcohol involvement is not noted on cases that are not based on an alcohol statute. That is, alcohol-involvement in assaults, vandalism, etc, is not tracked.

QUESTION 23

Based on Workbook Part 2 Table 2-6, identify any specific type of crime that has a conviction or dismissal rate noticeably different than others.

Information is not available at this time for conviction rates other than MIPs and DUIs. As mentioned earlier, according to law enforcement and the justice system, files would have to be looked at individually as defendants go through the judicial system to determine conviction rates. While staff would like to identify these rates the time involved would be burdensome, if even possible. Hopefully new technology will assist in this process or another means of tracking will become available.

Key Informant Interviews with Law Enforcement

As part of this environmental assessment you will need to conduct interviews of key law enforcement officers. If your jurisdiction is served by both a police department and a sheriff's department you are encouraged to do an interview with both the Chief of Police and the Sheriff but consider what interviews would be the most appropriate and informative for your community. Other law enforcement to consider includes Tribal Law Enforcement, Highway Patrol, Code Enforcement, Fish and Game or Forest Service.

QUESTION 24 Key Law Enforcement Interviews

Based on your interviews with law enforcement officers others on this topic, what efforts are your law enforcement agencies pursuing to address binge drinking and drinking and driving in your community?

The Missoula Police Department has a Quality of Life Officer, who coordinates most of the Department's alcohol-related strategies (sets up compliance checks and party patrols). It also has two DUI Specialists and a Prescription Drug Diversion Detective. It employs a patrol beat downtown Friday and Saturday nights to ticket underage drinkers and of-age drinkers with open containers and to prevent alcohol-related fights. This beat is doubled on specific nights such as UM Homecoming and New Year's Eve. The Department also organizes the DUI Special Traffic Enforcement Program. It uses party patrol cars regularly but more so on specific nights, again, such as Homecoming and New Year's Eve to investigate large parties. It also patrols community events and celebrations. School Resource Officers are in each of the three urban high schools to patrol the buildings and are on duty at many after-school events. The Sheriff's Department has two deputies and a sergeant assigned to HIDA. In addition to enforcement, Missoula's law enforcement agencies spend a significant amount of time engaged in community education and collaboration. In interviews, all officers mentioned the on-going coordination between law enforcement and the community through the DUI Task Force and The Forum as vital strategies to address binge drinking and drinking and driving in Missoula.

QUESTION 25 Key Law Enforcement Interviews

Based on your interviews with law enforcement officers others on this topic, what efforts are your law enforcement agencies NOT pursuing to address binge drinking and drinking and driving in your community? What appears to be the primary reasons they are not pursuing identified efforts?

Law enforcement in Missoula has implemented a comprehensive strategy to address alcohol-related problems in the community. However, the lack of resources prohibits them from devoting as much time as necessary to address the problem.

Individual officers indicate that increased community support for their work has allowed them to intensify their efforts in this area. However, at times it would seem as if the community takes a casual approach to alcohol use. There still remains a cultural norm in Missoula and Montana that underage drinking is a rite of passage that young people go through as they mature. This belief has impeded law enforcements' ability to secure more and stronger alcohol-related ordinances in Missoula.

Use of Local Ordinances

QUESTION 26 Use of Local Ordinances

Based on Workbook Part 2 (Local Data) - Table 2-7, discuss the application or enforcement of each ordinance that exists in your community. Is the ordinance applied consistently? Is use of the ordinance visible to the community? Does law enforcement view it as a useful tool in addressing alcohol-related problems?

Several ordinances are in place and enforced relatively consistently: hours of sale; restricting sale of distilled liquor to liquor stores; administrative fines for sellers who sell to minors; open container; and noise, and nuisance restrictions. Hours of sale in bars is regularly enforced by officers conducting bar walk-throughs and by other beat officers, who ensure that convenience stores have shut down their sales at the designated times. Distilled liquor has long been confined to being sold in liquor stores or brewies, though "alcopops", flavored malt beverages-which some argue are distilled liquor products-are edging in on supermarket market sales. The administrative fines for sellers have only been enforced reliably since compliance checks were instituted; prior to that, the effort was sporadic. Open container is also enforced relatively consistently—the public knows that drinking on the streets is illegal; bars warn patrons who are walking outside with drinks that they will be cited. (Having an open container is often one of the first reasons officers make contact with severely intoxicated individuals.) However, open container laws are, on certain occasions, overlooked by both the community and the police. Additionally, outdoor community events often have uncertain physical perimeters and a certain amount of drinking outside of them during such events is sometimes overlooked. Although with mandatory alcohol server trainings instituted, this type of illegal drinking has decreased. Finally, police use the public nuisance ordinance and disorderly conduct ordinances at parties and around bars. A newly passed social host ordinance is also used to target house parties but its language does not allow it to be a viable means of reducing alcohol- related problems. The City of Missoula also has an ordinance banning minors from bars. However, this ordinance is not enforced and most people (retailers included) do not know it exists. Law enforcement does not regard it as a useful tool in limiting binge drinking and DUIs so rarely is it enforced.

In conclusion, law enforcement attempts to use all ordinances as tools in controlling binge drinking and DUI incidents in Missoula. Lack of resources, manpower and at times, although it is increasing, the lack of community support inhibits them from universal enforcement.

QUESTION 27 Use of Local Ordinances

Are there ordinances which do not exist in your community but which may be especially effective in addressing your binge drinking or drinking and driving in your community? If so, which ones, and why?

Law enforcement officials in Missoula appear to have implemented a comprehensive strategy to address alcohol-related problems. The social host ordinance passed several years ago does not contain very strong language in regard to penalties and who can be held responsible, so police do not use it frequently. The recent passage of mandatory alcohol server training has been helpful in reducing binge drinking and drinking and driving. Mandatory compliance checks and a mandatory alcohol server training for organizers of community events may be effective in addressing binge drinking and drinking and driving. Other ordinances that may be beneficial are restrictions on large parties, the institution of a hotline to report parties, mandating ID-checks, instituting minimum age requirements of servers in all bars and convenience stores, restricting alcohol advertising, limiting drink promotions and/or requiring server training for alcohol servers at community events. Compliance checks are currently taking place but are dependent on funds. Event sponsors, for the most part, are sending their volunteer servers to trainings. Stronger ordinances or the enactment of some of the ordinances listed above may be helpful, but currently there is not the public support for new regulations around alcohol use and, more importantly, the resources, both fiscal and human, are not available to enforce them.

Other Local Data: Criminal Justice

Feel free to consider other local data that will help you better understand how and to what extent criminal justice issues in your community may contribute to binge drinking and its consequences in your community. For example, you may have information on a local DUI Taskforce that exists and its activity level. You may be able to assess information from your local drug courts. If you have other local data, describe the results here.

Criminal Justice Questions

QUESTION 28

Based on information gathered from alcohol conviction rates, use of local ordinances, key law enforcement interviews and other local data, how might the local criminal justice system be contributing to binge drinking and its consequences in your community? Provide the rationale for your response.

Law enforcement and the court system are using underage drinking laws and DUI related laws to impact binge drinking in Missoula. These strategies appear to be working. However, it seems that awareness of these law enforcement activities is low.

Addressing underage drinking is directly related to addressing binge drinking. According to the MPNA, 67% of the students who reported drinking in the last month reported binge drinking in the last two weeks. Therefore, reducing underage drinking also reduces binge drinking. In turn, reducing binge drinking reduces drinking and driving as binge drinkers are more likely to drink and drive (Quinlan et al., “Alcohol-impaired driving among US adults, 1993-2002” *American Journal of Preventive Medicine*, May 2005). A study of Youth Risk Behavior Survey data showed that youth who report binge drinking are six times more likely to drink and drive. (Miller et al, “Binge drinking and associated health risk behaviors among high school students,” *Pediatrics* 119: 76-85, 2007).

The Police Department uses party patrols and bar walk-throughs to enforce MIP statutes. These enforcement strategies, along with compliance checks, are also used to hold adults responsible for providing or selling alcohol to minors. Party patrols and bar walk-throughs are used to address of-age intoxication. Additionally these measures impact the consequences of binge drinking such as safety issues in areas of high density liquor outlets and neighborhoods, where parties are regularly held and complaints of noise and intoxicated behavior are regularly made. The municipal justice system, with the purchase of new video equipment, has seemingly coalesced on following through on arrests and convictions for alcohol-related crimes.

Despite these laudable efforts by the criminal justice system, concerns remain. The system’s commitment to addressing alcohol-related issues is relatively new—concern over alcohol abuse and underage alcohol use was considered low-priority as little as ten years ago. It has been only in the last eight or nine years that alcohol-related crimes became a higher priority for the Department and police began recognizing publicly the frequent involvement of alcohol in crimes. Without continued support and attention, the pendulum could swing back. Maintaining existing efforts must be a priority. Obtaining consistent, dependable funding for these strategies is a must.

Increased media attention must be focused on current enforcement efforts to sustain and increase support for law enforcement and provide the community with a better understanding of what it is attempting to accomplish. Seventy-seven percent of the respondents to the Opinion Survey indicated that they believe alcohol is still easy for young people to access.

Though City Police are doing a great deal to enforce existing statutes, current policies do not seem adequate to address the problems Missoula is having with social and retail availability and large disruptive parties held by both of age and underage drinkers. Stronger ordinances or site-specific policies such restrictions on large parties, the institution of a hotline to report parties, compulsory compliance checks, mandating ID-checks, instituting minimum age requirements of servers in all bars and convenience stores, restricting alcohol advertising, limiting drink promotions and/or requiring server training for alcohol servers at specific events may help address binge drinking and its consequences. They may, at the same time, also affect drinking and driving. Many of these ordinances would affect retail or social availability, which have been identified as causal factors for both. However, public support for most of these measures is limited. Many are not ready to accept that underage drinking is a problem and stronger rules and regulations around alcohol use are needed. Accordingly, the lack of support for law enforcement limits its capacity to address alcohol abuse of all types in all venues.

QUESTION 29

Based on the considerations in Question 21, to what degree do you believe the concerns around criminal justice are contributing to binge drinking and its consequences in your community? Place an "X" on the scale below. Provide the rationale for your response.

No impact
0 1 2 3 **4** 5 6 7 8 Major impact
9 10

The impact of criminal justice on binge drinking and its consequences was rated as a 4, although this number would increase immediately should any of the existing enforcement efforts (bar walk-throughs, party patrols, compliance checks, and designated DUI patrol) were eliminated or reduced or if the conviction rate decreased in the courts.

Currently, the level of law enforcement surrounding alcohol related violations and the attention given by the courts to alcohol-related cases is relatively high and consistent. The involvement of the criminal justice system in community strategies to reduce binge drinking and drinking and driving is critical. Though a lower priority now, it might become higher if law enforcement and financial support are not maintained for existing strategies. Also, if additional policy strategies e.g. new local ordinances are implemented, the criminal justice system may become a more important and involved stakeholder in the design of Missoula's environmental approach to reducing binge drinking and drinking and driving.

SOCIAL AVAILIABILITY – PART 3

Social availability includes the obtaining of alcohol from friends, associates and family members, but it also refers to the availability of alcohol at gatherings such as parties and other social events where the alcohol is provided as part of the event.

QUESTION 30 Prevention Needs Assessment

Based on Tables 35 and 36, how does student perception of being caught for drinking in your community compare to the perception across the state? Is your problem bigger, smaller or about the same? Discuss the differences.

Across the board, Missoula and Montana teens' perceptions are virtually equal in thinking that they would be caught by the police or their parents if they drank alcohol underage without permission. In 2012, the percentage of students reporting they would be caught by their parents for drinking was 50.6% for Missoula teens and 52.1% for Montana teens. Twenty five point eight percent of teens report they would be caught by police in Missoula, compared to 26.2% of Montana teens. There is a larger difference, however, in how both cohorts of 12th graders were thinking in regard to getting caught by the police or by their parents in 2012. Only 17.1% of high school seniors in Missoula thought they would be caught by the police if they drank. This compares to 20.2% of Montana seniors. Only 33.5% of Missoula seniors thought they would be caught by their parents and 37.8% of Montana seniors thought they would be caught.

On a positive note, there is a strong trend that indicates that the number of teens perceiving the likelihood of getting caught by their parents or the police is increasing. Fifteen

percentage points more Missoula teens reported that they think they would be caught by their parents in 2012 than in 2002 and 19 percentage points more reported that they would be caught by the police. Although, percentages are still low, compared to 10 years ago parent education and increased enforcement and the media surrounding both are having some effect.

Social Availability Questions

QUESTION 31 Based on information gathered from law enforcement interviews, public opinion surveys, the Prevention Needs Assessment, and other local data what are the concerns around social availability that might contribute to binge drinking, drinking and driving, and respective consequences in your community? Provide the rationale for your response

The MPNA indicates that social availability is the primary means that minors access alcohol. The top three methods of access are all through social venues. In order of ranking for all ages, the means are: getting their alcohol from family members with or without their consent; from an adult 21 or over; from someone under 21; and, at a party or keg. Obtaining alcohol from a licensed retailer without fake ID and/or from a licensed retailer with a fake ID accounts for only 4% of alcohol obtained by youth.

While parents may think it is better to have their children drinking at home where they can control them, parents who provide teens alcohol at so young an age are increasing the likelihood that their children will binge drink, drink more often, and get into traffic crashes (National Institute on Alcohol and Alcoholism “*Make a Difference: Talk to Your Children About Alcohol*” NIH Publication No. 06-4314, Revised 2006). Social access through parents also contributes to the perception among young people that underage drinking is the norm and if acceptable by their parents it is also tolerated by the community. Anecdotally, parents who have been attending Forum sponsored parent education workshops report that although they set clear rules about underage drinking for their children most other parents do not. This mistaken thinking can put undue pressure to provide alcohol to their children on parents who are trying to prevent their children from drinking. According to the Opinion Survey, community members overwhelmingly agree that alcohol and prescription drugs are readily available to underage youth at college house parties. Social access at parties is also a primary concern for law enforcement as many parties they investigate are extremely large. Those in attendance are intoxicated (most have been binge drinking), their behavior is unruly, they have put the neighborhoods at risk for increased drinking and driving accidents and vandalism and have created unsafe situations, in which sexual and physical assaults and alcohol poisoning may occur. Responding to these parties can be very demanding and dangerous for police: They often do not know how large a party will be and intoxicated parties can be threatening. Furthermore, police must be cautious about sending party-goers fleeing to their cars, where they would pose another threat to the community. Finally, finding the host, carding all in attendance, citing underage drinkers, and checking the premises for safety may take officers off the street for an extended period of time. In Missoula, the institution of specific party patrol units has allowed the police to respond specifically to the party problem, but they have not been eliminated and their consequences still remain.

QUESTION 32

Based on these considerations, to what degree do you believe social availability is impacting binge drinking and drinking and driving and its consequences in your community? Place an “X” on the scale below. Provide the rationale for your response.

| | | | | | | | | | | | |
|-----------|---|---|---|---|---|---|---|---|----------|----|--------------|
| No impact | | | | | | | | | | | Major impact |
| 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | |

Social availability was rated a 9. While Missoula has made progress in reducing retail availability to minors and has some strategies in place to reduce binge drinking and drinking and driving associated with drinking in retail outlets, it is just beginning to impact social availability. As discussed, minors access alcohol through social outlets such as house parties, which brings binge drinking (which appears to always be involved with such parties) and drinking and driving into neighborhoods, along with all the associated consequences of binge drinking such as fighting, sexual assaults, and alcohol poisoning. As a college town, Missoula is particularly plagued by large house parties—where large quantities of alcohol are available not only to of-age and underage UM students, but also to other young adults and high school students.

Other forms of social access include parents who, thinking underage drinking is inevitable, provide alcohol to teens in their homes. Other adults perceive no consequence or social norms against buying alcohol for teens. Younger teens take alcohol from their parents’ homes without their parents’ knowledge and share it with their friends.

Finally, community events, which may be considered both retail and social, often create opportunities for underage drinkers and for of-age intoxicated drinkers to access alcohol. The consequences of their drinking can result in driving and drinking, vandalism and unruly behavior. However, while efforts are being made to deny alcohol to underage drinkers, more needs to be done and further efforts need to be made to control the over serving of alcohol at these events.

Missoula must spend more time and resources to initiate strategies to reduce the rampant social access to alcohol by minors and intoxicated adults. Because social access to alcohol can involve parents, friends, of-age drinkers and/or access at poorly regulated community events, reducing social availability will be more difficult and require more strategies than limiting retail sales, where only retail outlets are targeted.

PROMOTION – PART 3

Promotion refers to attempts by alcohol retailers and the alcohol industry to increase demand through the marketing of their products. Once again, this will require some original data collection to acquire a sense of the depth and potential impact of various marketing tactics surrounding alcohol in your community.

Advertising

QUESTION 33 Advertising

Based on the data you collected regarding the level of advertising in local print media within your community, advertising via signage on buildings within your community and advertising via sponsorship of local events, is the overall level of alcohol advertising in your community excessive? Provide the rationale for your response.

Alcohol advertisements are common throughout Missoula via the local media as well as national media, but are not as predominant as had been thought. There are alcohol ads on buildings, billboards, jerseys, sponsorship posters and in newspapers. However, only nine percent of buildings in Missoula displayed alcohol advertisements (compared to 13% in 2007). Only four buildings displayed three or more alcohol signs of any type.

It was also surprising how few billboards in Missoula's business districts had alcohol-related advertising. (only 7% compared to 13% in 2007). This percentage dramatically increases, however, on the freeway and roadways coming into and leaving Missoula. Advertising in newspapers is prolific. The University of Montana Kaimin had eight advertisements in one issue. (The only issue looked at since there was no paper during the other designated time periods.). The Missoulian averaged 38 advertisements per issue; and the Independent averaged 46. In the four weeks examined, Missoula's three newspapers carried 347 alcohol advertisements. There were 202 alcohol-related promotional events advertised during that time period and 19 alcohol related news articles.

Of the 39 events in Part Two of the Data Workbook ,over half were alcohol sponsored. Some events had no display of their alcohol-related sponsor, some only noted it in their programs or announcements, while some displayed the sponsor's banners, used their alcohol branded cups, and sold their t-shirts. Depending upon the free advertising that comes with the sponsorships, sponsorships can be used as inexpensive forms of advertising and associating a particular alcohol brand with a positive community event. The majority of fundraisers serve alcohol. Some use it as a draw. The brew houses and some bars also host regular charity events such as Chug for Charity or Pint Night to help fund-raise for non-profits. This is actually becoming a national trend. It is disturbing how significantly alcohol and alcohol dollars are ingrained into every aspect of our community.

QUESTION 34 Advertising

Based on the data collected regarding the level of advertising in local print media within your community, advertising via signage on buildings within your community and advertising via sponsorship of local events, how might the magnitude of alcohol advertising in your community be impacting binge drinking and drinking and driving and its consequences?

Although the number of advertisements during the designated period were down any advertisements and signs for alcohol affects not only Missoula adults but its youth as well. Such marketing increases the likelihood that youth will began drinking earlier, which as research points out will put them at greater risk of binge drinking and alcoholism (including Snyder et al, "Effects of Alcohol Advertising Exposure on Drinking Among Youth" *Archives of Pediatric Adolescent Medicine*, 2006;160:18-24; Pitkanen et al, "Age of onset of drinking and the use of alcohol in adulthood: a follow-up study from age 8–42 for females and males." *Addiction* 2005; 100:652–61.) Just as alarming, much of the advertising in local newspapers and on billboards (not to mention in the national media like television and magazines) normalizes risky behaviors

that are associated with binge drinking. Promiscuous, unplanned, or anonymous sex; regretted behaviors, violence, and blackouts are only some of the behaviors that advertisements frequently show as though they are normal, funny and acceptable. This creates the (mis)perception that these behaviors are typical—and that the binge drinking causing them is typical. This, in turn, may increase binge drinking as people tend to engage in behaviors they believe are the norm.

Over half the events in Missoula have alcohol sponsors, and many of these events include alcohol sales or even revolve around alcohol sales and tastings. Young people are especially targeted through promotions and drink specials. The prevalence and the constant association of alcohol with positive, fun and worthwhile events normalize constant drinking, and often binge drinking. Despite the fact that nationally one third of adults do not drink, the perception in Missoula is that everyone drinks. This is critical because according to the Substance Abuse and Mental Health Services Administration positive beliefs about the effects of alcohol and the social acceptability of drinking encourage adolescents to begin and continue drinking.

QUESTION 35 Alcohol-Related News Articles

Based on the data collected regarding the number of news articles in contrast to the amount of advertising in local print media within your community, how do you think alcohol use is being portrayed? How do you think this is impacting binge drinking and drinking and driving in your community?

As noted there were 347 alcohol advertisements in Missoula's newspapers compared to 19 alcohol-related news stories. However, there is good news. The Missoulian, which at one time ran stories glorifying underage and binge drinking, shifted its tone about eight years ago with the hallmark editorial "Underage drinking is an adult problem." Since that time, stories and editorials have been overwhelming supportive. However, coverage of compliance checks has been somewhat spotty, which must be addressed. The National Academy of Science recommends that communities implement media advocacy campaigns (the strategic use of media to change commonly held perceptions) in conjunction with compliance checks to describe their purpose, accomplishments and to increase the community's awareness, especially underage drinkers and their suppliers, of the consistent enforcement of alcohol-related laws. While Forum events are given coverage and all Forum letters to the editor are printed, more work must be done to increase that coverage and other related prevention activities and to encourage consistent coverage of compliance checks.

Promotion Questions

QUESTION 36

Based on information gathered from sponsorships, advertising and other local data, what are the concerns around promotion that might contribute to binge drinking and drinking and driving and the associated consequences in your community? Explain the rationale for your response.

There are no ordinances and few site-specific policies to restrict advertising or sponsorships by bars and alcohol brewers and distributors in Missoula. In such a laissez-faire environment, advertising is able to proliferate throughout the community, especially in areas where binge drinking and drinking and driving are pervasive. In addition, almost half of community events in Missoula rely on alcohol sponsorships. (A notable exception is the University of Montana, which is one of several institutions of higher learning that has a long-standing policy prohibiting alcohol sponsorships and advertising for its athletics and other programs.)

This underscores and promotes the type of drinking that leads to binge drinking and drinking and driving. It also supports both Missoula's reputation for and its perception of acceptance of heavy alcohol use such as binge drinking and its typical ensuing consequence of drinking and driving. This type of thinking in turn perpetuates that use. When alcohol promotion is everywhere, and in comparison non-alcoholic options are seldom advertised, the choice whether or not to drink is heavily influenced. The (usually) unstated message is "We like to drink—as often as possible and a lot."

Though the direct correlation between promotion and behavior is difficult to measure precisely, a growing number of national studies (including Snyder et al, "Effects of Alcohol Advertising Exposure on Drinking Among Youth" *Archives of Pediatric Adolescent Medicine*, 2006;160:18-24; and Stacy, et al, "Exposure to Televised Alcohol Ads and Subsequent Adolescent Alcohol Use," *American Journal of Health Behavior* 28, no. 6 [2004] 498-509) are beginning to show the correlation between alcohol promotion and drinking among youth, suggesting countering alcohol promotion with prevention strategies may help reduce binge drinking.

QUESTION 37

Based on these considerations, to what degree do you believe promotion is impacting binge drinking and its consequences in your community? Place an "X" on the scale below. Explain the rationale for your response.

| | | | | | | | | | | | |
|-----------|---|---|---|---|---|---|----------|---|---|----|--------------|
| No impact | | | | | | | | | | | Major impact |
| 0 | 1 | 2 | 3 | 4 | 5 | 6 | <u>7</u> | 8 | 9 | 10 | |

Promotion of alcohol is pervasive in Missoula, especially in terms of event sponsorships and service at community events. For young people who live here, the message is clear: Missoula is a drinking town. For college students who move here—the message is the same. Restaurants, grocery stores, casinos and bars all advertise that alcohol is available and inexpensive. Community events rely on the sponsorship of bars and alcohol brewers and distributors and so provide additional venues for alcohol advertisements and promotion. Such ubiquitous promotion and the imbedding of alcohol use in all aspects of community living

support the excessive binge drinking and drinking and driving that prevails in Missoula. Because of that it was rated a 7.

SCHOOL POLICIES – PART 3

QUESTION 38

Based on information gathered from your school districts, what are the concerns around how those policies contribute to either the underage substance use or reduce underage substance abuse and the associated consequences in your community? Explain the rationale for your response.

School district personnel at all schools believe the policies they have in place are reducing alcohol and other drug use on-site. However, the codes of conduct at the schools only affect students in extracurricular activities. Accordingly, school officials acknowledge that during the off seasons and for students who do not participate in extracurricular activities, the impact may not be as great. Yet, the policies and codes of conduct do communicate a standard to all students that underage alcohol use is not acceptable. In addition, adults drinking on school grounds and events are asked to leave. In this way, students are exposed to only healthy positive adult role models while at the same time they are recognizing alcohol use is not universally acceptable.

All area public high schools have a Project Success Counselor (a Licensed [or Licensable] Alcohol Counselor), who provides substance abuse prevention education and activities to decrease school-based risk factors and promote positive protective factors. The position also provides referrals to students and their families for treatment and mental health services. All MCPS high schools and middle schools have School Resource Officers on site who provide safe and secure learning environments, create positive relationships with students to garner their trust of law enforcement in general and educate students and staff about the law and law enforcement procedures. Most discussion and activities revolve around alcohol and other drug related issues.

QUESTION 39

Based on these considerations, to what degree do you believe your school district's policies and programs in your community are impacting binge drinking and its consequences in your community? Place an "X" on the scale below. Explain the rationale for your response.

| | | | | | | | | | | | |
|-----------|---|---|---|---|---|----------|---|---|---|----|--------------|
| No impact | | | | | | | | | | | Major impact |
| 0 | 1 | 2 | 3 | 4 | 5 | <u>6</u> | 7 | 8 | 9 | 10 | |

School-based prevention policies and activities try to align with the prevention education and activities taking place in the community so that students are receiving the same message from a multiple of sources. In addition, school staff welcomes prevention specialists into their buildings as presenters, workshop leaders and trainers for both staff and students. The Superintendent of MCPS recently allowed Forum developed Parent Resource Guides to be sent home to parents of all 5th, 6th, 7th and 8th graders. The support the schools are exhibiting toward

prevention efforts plays a pivotal role in helping Missoula address binge drinking and its consequences in Missoula. This support leads to a ranking of 6. School policies are vitally important. The schools recognizing this are trying to fashion the policies to adhere to prevention best practices.

MEDICAL FIELD INFORMATION – PART 3

QUESTION 40

Based on information gathered from local hospitals, pharmacies, and prescribers, what are the concerns around prescription drug abuse in your area? Explain the rationale for your response.

According to the physicians from St. Patrick Hospital and Community Medical Center abuse of prescription drugs in Missoula is responsible for overdoses and deaths, drugged driving over utilization of ER Departments, increased utilization of treatment centers, thefts and other crimes, injuries, lack of productivity and relationship and parenting issues. The doctors note that the availability of the drugs, their social acceptance and the belief they are safe all contribute to their overuse. To date, 20 local doctors have become part of a consortium that is educating other doctors how to safely prescribe controlled substances. University of Montana pharmacy students are giving community and school-based presentations on the dangers of misusing prescription drugs. These doctors, the Forum and law enforcement recognize the need to build upon Operation Medicine Cabinet (state-wide program that targets the misuse or abuse of prescription drugs) in Missoula to better educate the community on the harm caused by prescription drug abuse.

QUESTION 41

Based on these considerations, to what degree do you believe the medical field data you collect is impacting prescription drug abuse and its consequences in your community? Place an “X” on the scale below. Explain the rationale for your response.

No impact

0

1

2

3

4

5

6

7

8

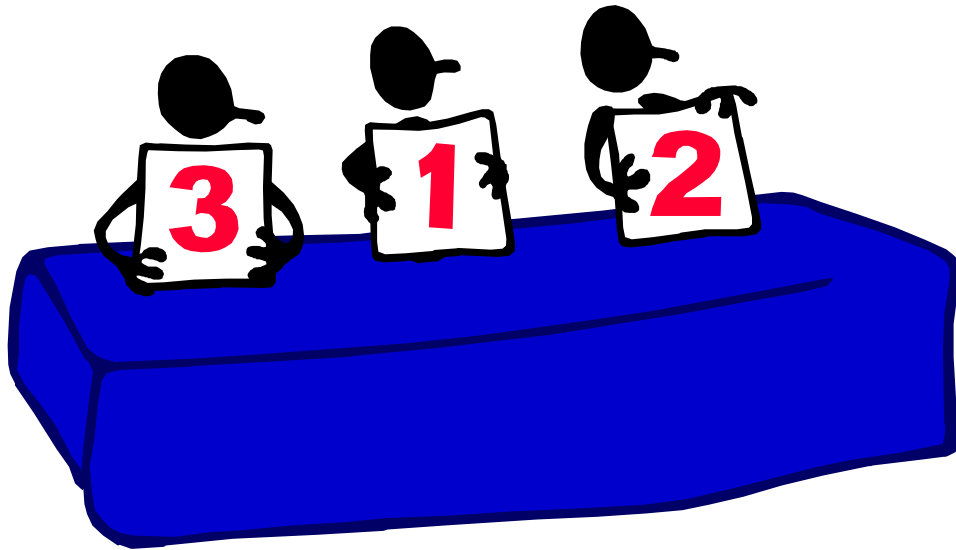
9

10

Major impact

According to the most recent figures available (2009), Montana ranks 3rd in the nation for teen abuse of pain relievers. The MPNA indicates that from 2008 to 2012 Missoula students’ lifetime illegal use of prescription drugs has increased (though not dramatically) and continues to be higher, in some cases significantly higher, than their peers’ use across the state. Although alcohol is still the number one drug of choice among Missoula students, over 1,500 Missoula students have used prescription drugs without being under the care of a doctor. Its growth and the obvious bad consequences leads to a rating of 8.

Prioritization



Task Three:
**Rank the Four Causal Areas from the Greatest Contributor to Your
Community's Problems to the Smallest Contributor**

Prioritizing

The next stage involves prioritizing the causal areas. The first step is achieved by placing the appropriate scores from Questions 14, 22, 25, and 29 next to its related causal area. Based on the scores, rank each causal area with 1 being the highest priority and 4 the lowest. In the case of a tie, decide which area is of higher priority for your community in relation to binge drinking, drinking and driving, and motor vehicle crashes. After having completed the ranking, explain the rationale for your rankings on the next page.

The prioritization will be the basis of for determining which combination of environmental prevention policies, practices and programs are strategically best for your community.

| Score | Rank | Causal Area |
|-------|------|---------------------|
| 6 | 5 | Retail Availability |
| 4 | 6 | Criminal Justice |
| 9 | 1 | Social Availability |
| 7 | 2 | Promotion |
| 7 | 3 | Schools |
| 7 | 4 | Medical Community |

QUESTION 42

Provide the rationale for your rankings of the causal factors.

Social availability is currently the most pressing concern in Missoula. MPNA data indicates that underage drinkers are primarily getting their alcohol from family members, from an adult 21 or over; from someone under 21 or at a party or keg. Obtaining alcohol from a licensed retailer without fake ID accounts for only 4% of alcohol obtained by youth. Drinking in social settings including college of-age house parties to high school underage parties to parent-hosted teen parties is common in Missoula as is driving from those parties or driving to other parties while drinking. This brings binge drinking (which appears to virtually being involved with all such parties) and drinking and driving into neighborhoods, along with all the associated consequences of binge drinking such as fighting, sexual assaults and alcohol poisoning. In addition, community events in Missoula primarily involve serving alcohol, which sometimes leads to binge drinking and drinking and driving. While some parents may think it is better to have their children drinking at home where they can control them, parents who provide teens alcohol at so young an age are increasing the likelihood that their children will binge drink, drink more often, and get into dangerous situations that may affect the rest of their lives. Social access to alcohol through parents also contributes to the perception among young people that underage drinking is the norm and if acceptable to their parents it is also tolerated by the community.

Alcohol promotion in Missoula was rated as Missoula's second most pressing problem, in part by its relationship to all other alcohol problems. Marketing alcohol in Missoula is primarily achieved by signs on local retail outlets, inexpensive alcohol promotions (happy hours and two-for one-specials) and through sponsorships of community events. There is concern also regarding the recent trend of alcohol outlets sponsoring events for charity. However, a more subtle means of promotion of alcohol use is the behaviors and attitudes of adults in Missoula that perpetuates a community norm that alcohol use is acceptable for teens and adolescents. An extensive amount of work must be done to counter this type of thinking. Much of it will center on destroying the myths around underage alcohol use, e.g., it is a rite of passage, it is not harmful and all young people drink, as shown through the media and subsequently modeled by adults. Media literacy education must be used to offset alcohol promotions. Countering community perceptions and practices also impacts social and retail availability as well as the criminal justice system's need to address abusive alcohol use.

Addressing retail availability is a third priority as it takes place in the public eye and promotes the norm that underage drinking and intoxication are acceptable behaviors in Missoula. When retail outlets serve alcohol illegally without consequence, the perception that the community accepts underage drinking and intoxicated drinking is reinforced. Both underage drinkers and intoxicated drinkers have most probably been binge drinking and may very likely be driving while drinking. Therefore, it is essential that Missoula promote practices that limit access of alcohol to minors and to intoxicated customers. This will not only limit availability but will reduce the perception of acceptance of alcohol use by minors and intoxicated adults, which should further support reducing access. Retail availability is rated lower than social availability because the vast majority of underage drinkers do not obtain alcohol in retail outlets. RBST trainings are held regularly in Missoula and law enforcement is completely on board with employing all strategies at their disposal. The only deterrent to a success of those strategies would be loss of funds. Again, this is an area where promotion can increase options of securing support for that funding. Finally, the number of teens perceiving the likelihood of getting caught

by police is increasing. Nineteen percent more Missoula teens reported that they think they would be caught by the police in 2012 than in 2002, which is due to increased enforcement but also to the increased publicity of that enforcement in an effort to counteract alcohol advertising

The criminal justice system in Missoula, including both the police and the courts, has implemented a comprehensive strategy to address binge drinking and drinking and driving. At one time, law enforcement rated alcohol-related crimes as its lowest priorities. The emphasis now has shifted dramatically to where specific officers are assigned to alcohol-related investigations, specific times are designated to the enforcement of alcohol related laws and new technology is being used to increase the probability of convictions for alcohol-related crimes. Increased media is also drawing attention to these new efforts, which as noted above, is integral to the success of the criminal justice system in addressing underage drinking and drinking and driving. Therefore, while this factor is rated the lowest among the four causal factors, work will take place to publicize and garner community support for current efforts.

Final Question



Task Five:
Determine What Combination of Causal Areas
Your Community should Target

Your Final Conclusions

Now that you have considered the data surrounding your community's alcohol problems, as well as each causal area for these problems, you need to decide what to do. This decision will ultimately be part of your community's SPF SIG Strategic Plan and lead to very specific environmental evidence-based strategies for you to implement. For now, think about your data and especially your final rankings on page 66 as well as your resource assessment on page 69. Also, mull over the possible connections among the four causal areas. Would it be possible to target social availability without also targeting criminal justice/law enforcement? Will changes in retail availability necessarily require changes in the enforcement of policy? Now answer the following question.

Final Needs Assessment Question

QUESTION 43

It is very unlikely that your community can or needs to address every causal area to impact existing binge drinking and drinking and driving problems. What combination of causal areas is most likely to produce changes in the environment which currently exists within your community? What specific causal factors will you target and why?

Based on the prioritization of the causal factors, Missoula will primarily address social availability and use counter alcohol promotions as a mean of addressing all causal factors. Addressing both types of availability simultaneously will be less likely to simply move the problem from one area to the other, which occurred when compliance checks were first initiated in Missoula. (House parties became more numerous and larger.) Because work will take place with retailers and event hosts, there will be opportunities to address the promotion of alcohol with each.

Social access to alcohol appears to be the most common means for underage drinkers to obtain alcohol and often results in the most consequences for the underage drinkers and the neighborhoods where they drink. For that reason it is prioritized as Missoula's number one factor to be addressed. However, in prioritizing alcohol promotions as the number two factor to be targeted Missoula will target all risk factors. Alcohol promotion through advertisements and visible drinking without restrictions at community sponsored events will be addressed through similar strategies. By reducing availability in both arenas underage drinking, binge drinking and drinking and driving as well as their consequences and their perceived acceptability will also decrease. While not the primary focus addressing law enforcement's new consistent and proactive enforcement strategies will be given assistance in sustaining public support and funding.